

Message Text

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C O N F I D E N T I A L STATE 179386

JOINT STATE-DEFENSE MESSAGE

E.O. 11652: GDS

TAGS: MASS, SU

SUBJECT: TOR AND GUIDANCE PROVIDED FOR JOINT STATE/DEFENSE
SURVEY TEAM

1. FINAL STATEMENT OF MISSION AND TOR AS AGREED BY DOD AND
STATE AND PROVIDED TO JOINT STATE/DEFENSE SURVEY TEAM FOR
US GUIDANCE ONLY ARE QUOTED AS FOLLOWS: "MISSION, TERMS
OF REFERENCE AND GUIDANCE FOR JOINT STATE/DEFENSE SURVEY
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TEAM TO SUDAN."

INTRODUCTION. IN VIEW OF THE GOS'S DESIRE TO OBTAIN ADDI-
TIONAL US DEFENSE EQUIPMENT AND USG WILLINGNESS TO CONTRI-
BUTE TO SUDAN'S LEGITIMATE DEFENSE NEEDS, THE US TEAM'S
IDENTITY, COMPOSITION, MISSION AND WORK PROGRAM MUST BE
CAREFULLY DESIGNED TO AVOID IMPLICATIONS THAT THE US IS
ASSUMING ONGOING RESPONSIBILITY FOR ASSESSING SUDAN'S MILI-
TARY SITUATION OR FOR RECOMMENDING OR PLANNING ITS FORCE
MODERNIZATION, OR THAT ANY SPECIFIC INCREASE IN US MILITARY

ASSISTANCE WILL NECESSARILY FOLLOW AS A CONSEQUENCE OF THE TEAM'S VISIT. WITH THE NEED FOR THESE CONTROLLING LIMITATIONS IN MIND, THE FOLLOWING GUIDANCE IS ESTABLISHED.

2. NAME OF TEAM. "JOINT STATE/DEFENSE SURVEY TEAM."

3. MISSION OF US TEAM. TO SURVEY SUDAN'S GENERAL DEFENSIVE MILITARY REQUIREMENTS IN ORDER TO RECOMMEND AN APPROPRIATE US CONTRIBUTION TO SUDAN'S LEGITIMATE DEFENSIVE NEEDS. ANY ADVICE PROVIDED DURING THE TEAM'S PRESENCE IN SUDAN WILL BE PRELIMINARY AND TENTATIVE; FINAL VIEWS WILL BE TRANSMITTED IN A REPORT PREPARED FOLLOWING THE TEAM'S RETURN TO WASHINGTON AND CONSULTATION WITH USG DEFENSE AGENCIES AND SPECIALISTS. REASONED AND APPROPRIATE FORCE STRUCTURING SHOULD BE THE KEYSTONE OF THE SURVEY WITH EMPHASIS ON RATIONALITY AND A PROPER BALANCE BETWEEN MILITARY AND NON-MILITARY PROGRAMS. TEAM'S FINAL REPORT WOULD CONTRIBUTE TO THIS END. IT IS ALSO CONSIDERED ADVANTAGEOUS FOR TEAM CHIEF AND DEPUTY CHIEF TO DISCUSS WITH KEY GOS ECONOMIC DECISION-MAKERS GOS ECONOMIC AND FISCAL FACTORS, INCLUDING FINANCING OF DEFENSE PURCHASES (MEETINGS SHOULD BE ARRANGED BY US AMBASSADOR IN KHARTOUM).
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4. TERMS OF REFERENCE (TOR). TEAM WILL BE GUIDED BY CURRENT DIA THREAT ASSESSMENT, AND WILL TAKE INTO ACCOUNT ADDITIONAL INFORMATION AVAILABLE IN SUDAN. WITHIN THIS CONTEXT:

A. TEAM WILL BE PREPARED TO LISTEN TO GOS AND ITS MINISTRY OF DEFENSE (MOD) VIEWS CONCERNING SUDAN'S MILITARY NEEDS, EVALUATE SUDAN'S CURRENT MILITARY STATE OF PREPAREDNESS, IDENTIFY SIGNIFICANT DEFICIENCIES IN THE LEVEL OF TRAINING, ORGANIZATION AND MAJOR WEAPONS SYSTEMS, AND THEN PROVIDE TENTATIVE COMMENTS ON THE EFFICACY OF THEIR CONVENTIONAL WEAPONS SYSTEMS, EQUIPMENT, AND TRAINING AS COMPARED TO THOSE NORMALLY USED BY COMPARABLE FORCES ELSEWHERE. TEAM SHOULD DEVELOP ALTERNATIVE MIXES OF EQUIPMENT, INCLUDING AT LEAST ONE MIX WITHOUT AIRCRAFT, TO MEET THE DEFINED THREAT WITHOUT REFERENCE TO EXISTING US OR OTHER SYSTEMS. EFFORTS SHOULD BE MADE TO HAVE THE SUDANESE INDICATE THEIR GENERAL DEFENSE PRIORITIES BY FUNCTIONAL AREAS (E.G. LOGISTICS, TECHNICAL ASSISTANCE, TRAINING, CONSTRUCTION, ETC.) CURRENT ORGANIZATIONAL CHARTS, EQUIPMENT STATUS REPORTS, AND UNIT LOCATIONS WHICH IMPACT UPON MILITARY MATERIEL REQUIREMENTS SHOULD BE OBTAINED FROM THE SUDANESE, AS WELL AS TYPES, QUANTITIES, AND ANTICIPATED DELIVERY SCHEDULES OF MILITARY ASSISTANCE FROM THIRD COUNTRIES. TEAM SHOULD AVOID SPECIFIC REFERENCE TO US NOMENCLATURE ITEMS OF EQUIPMENT (E.G., M60 SERIES TANKS), AND SHOULD

ONLY USE BROAD DESCRIPTIONS SUCH AS ARMORED CARS,
PERSONNEL CARRIERS, ETC.

B. TEAM WILL BE PREPARED TO DESCRIBE AND GIVE GENERAL
ESTIMATES OF TYPES AND QUANTITIES OF ANCILLARY ITEMS
(E.G., VEHICLES, PRIME-MOVERS, AMMUNITION, MAINTENANCE
ITEMS) USUALLY REQUIRED IN CONJUNCTION WITH PRIMARY
WEAPONS AND/OR EQUIPMENT.

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C. TEAM OPTIONS AND RECOMMENDATIONS SHOULD REFLECT THE
"TOTAL PACKAGE" CONCEPT: END ITEM, ANCILLARY EQUIPMENT,
TRAINING, AND LOGISTICS.

D. TEAM SHOULD FOLLOW THE GUIDANCE CONTAINED IN PD/NSC
13 IN CONDUCTING THE SURVEY AND IN DISCUSSIONS WITH
SUDANESE OFFICIALS. (COPY PROVIDED TEAM CHIEF.)

E. TEAM SHOULD GIVE FULL CONSIDERATION TO SUDAN'S
ABSORPTIVE CAPACITY WITH PARTICULAR CONCERN FOCUSED
ON THE AVAILABILITY OF TRAINED/TRAINABLE MANPOWER,
SUPPORTING INFRASTRUCTURE, AND FUNDING CAPABILITIES.
SUDANESE SELF-SUFFICIENCY SHOULD BE THE GOAL.

F. CARE SHOULD BE TAKEN THAT RECOMMENDED FORCE STRUC-
TURING AND ORGANIZATION DO NOT, WITHOUT APPROPRIATE
JUSTIFICATION, REFLECT U.S. MILITARY ORGANIZATIONS WITH
ATTENDANT SOPHISTICATED EQUIPMENT AND SUPPORT REQUIRE-
MENTS.

G. TEAM WILL AVOID ANY SPECIFIC REFERENCE TO NORMAL U.S.
SOURCES OF MATERIEL AND TRAINING.

H. DURING VISIT, TEAM WILL NOT GIVE ESTIMATED P&A OR
DELIVERY LEAD-TIME ON INDIVIDUAL ITEMS. PRICE AND
DELIVERY ESTIMATES MUST BE PROVIDED FROM WASHINGTON
AND CANNOT BE DONE PRIOR TO RECEIVING WRITTEN GOS RE-
QUESTS ON SPECIFIC ITEMS AND QUANTITIES DESIRED.

I. TEAM WILL NOT BE AUTHORIZED TO OBLIGATE USG ON SALE
OF ANY SPECIFIC DEFENSE ARTICLE OR SERVICE.

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J. TEAM WILL NOT UNDERTAKE ANY TASK TO DEVELOP FOR THE
GOS ANY KIND OF INDEPENDENT ASSESSMENT, OR CONFIRMATION
OF GOS ASSESSMENT, OF EXTERNAL THREAT. IT IS HOPED,
HOWEVER, THAT QUESTIONS RAISED BY THE TEAM DURING THE
COURSE OF DISCUSSIONS WITH THE GOS MOD WILL HELP GOS
ADD A NOTE OF REALITY TO ITS OWN ASSESSMENTS. DURING

COURSE OF SURVEY, TEAM SHOULD SEEK TO VERIFY DIA'S THREAT ASSESSMENT BASED UPON THEIR INCOUNTRY OBSERVATIONS AND INFORMATION COLLECTED.

K. TEAM WILL NOT PROVIDE MILITARY ADVICE CONCERNING ORGANIZATION, TACTICS, OR DOCTRINE, BASING OR COMBAT PLANNING.

L. TEAM WILL AVOID ANY POSSIBLE INDICATION THAT USG WOULD ASSIST IN CONSTRUCTION OF AIRFIELDS, CAMPS, OR OTHER MILITARY FACILITIES.

M. TEAM WILL MAKE NO COMMITMENT TO FOLLOW-ON TECHNICAL DISCUSSIONS IN WASHINGTON BY A SUDANESE MILITARY DELEGATION OR TO VISITS TO US MILITARY UNITS OR INSTALLATIONS BY THE SUDANESE.

N. TEAM WILL LIMIT ANY DISCUSSIONS WITH THIRD COUNTRY REPRESENTATIVES TO BROAD GENERALITIES CONCERNING US SECURITY ASSISTANCE TO SUDAN, AVOIDING PARTICULARS.

5. COMPOSITION OF TEAM: TOTAL TEN.

A. TEAM CHIEF: MAJOR GENERAL JOSEPH N. JAGGERS, JR. HOLDING DETACHMENT, CAS W/DUTY FT. HOOD, TEXAS.

B. DEPUTY TEAM CHIEF: DR. WILLIAM H. LEWIS, DIRECTOR, INTER-AFRICAN AFFAIRS (STATE DEPARTMENT).

C. JCS REP: LTC JOSEPH M. LUKITSCH, DESK OFFICER FOR CONFIDENTIAL

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SUDAN. (OJCS/J5).

D. USCINCEUR REP: LTC WILLIAM L. MURRAY, USAF.

E. TWO ARMY REPS: (1) AIR DEFENSE/ARTILLERY: LTCOL RONALD L. PEDEN. (2) MECH INFANTRY/ARMOR: LTCOL BURTON LESH.

F. ONE NAVY REP: COASTAL PATROL AND SURVEILLANCE: LT CDR. MICHAEL K. GLYNN.

G. TWO USAF REPS: (1) AIR DEFENSE/INTERCEPTOR/CMD AND CONTROL, LTC RICHARD J. RHYNE. (2) AIR DEFENSE/RADAR, CMD AND CONTROL, MAJOR ALLAN J. TROYER.

H. US EMBASSY SUDAN REP: RICHARD BOGOSIAN, DEPUTY CHIEF OF MISSION.

6. ARRIVAL INCOUNTRY AND DURATION. TEAM PLANS TO ARRIVE KHARTOUM ON OR ABOUT AUGUST 3, 1977 AND WILL

REMAIN FOR APPROXIMATELY 21 DAYS. THE TEAM WILL VISIT

HQ USEUCOM FOR CONSULTATIONS AFTER THE TEAM'S DISCUSSIONS WITH THE SUDANESE. TEAM'S ACTIVITY INCOUNTRY WILL PRIMARILY FOCUS WORK WITH GOS MOD AND EMBASSY IN KHARTOUM. HOWEVER, WITH APPROPRIATE SAFEGUARDS, TEAM MEMBERS SHOULD MAKE VISITS OR OVERFLIGHTS TO ASSIST IN FORMULATING EVALUATIONS FOR INCLUSION IN REPORT TO BE PROVIDED BY TEAM. AREAS OF CONFLICT OR HIGH TENSION SHOULD BE AVOIDED. TEAM IS AUTHORIZED TO MAKE REQUIRED FIELD VISITS AND TERRAIN STUDIES IN ORDER TO EVALUATE GOS PERCEIVED VULNERABILITIES AND DEFENSIVE REQUIREMENTS.

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7. PRE-BRIEFINGS: CONUS MEMBERS OF THE TEAM ARE TO BE PRE-BRIEFED BY CONCERNED WASHINGTON OFFICES INCLUDING: (A) THE JOINT STAFF; (B) OASD/ISA; (C) DIA; (D) DSAA/FMS DIRECTORATE; AND (E) DEPARTMENT OF STATE, AFRICAN BUREAU, AS WELL AS THE SUDANESE EMBASSY.

8. COOPERATION. TEAM AND EMBASSY SHOULD SEEK COMMITMENT FROM GOS THAT RESPONSIBLE GOS OFFICIALS WILL BE AVAILABLE THROUGHOUT TEAM VISIT IN-COUNTRY AND WILL PROVIDE ALL NECESSARY COOPERATION AND CONTACT TO ENSURE EFFECTIVE USE OF TIME AVAILABLE.

9. COMMAND RELATIONSHIPS, ORGANIZATION, AND SUPPORT.

A. CHIEF OF TEAM WILL BE REPRESENTATIVE OF THE SECRETARY OF DEFENSE ON MATTERS SET FORTH HEREIN.

B. WHILE IN SUDAN, CHIEF AND TEAM WILL SERVE UNDER OVERALL SUPERVISION OF US AMBASSADOR. ALL FORMAL CONSULTATIONS WITH THE GOS WILL BE CONDUCTED SUBJECT TO CONCURRENCE OF THE US AMBASSADOR WITH PARTICIPATION OF SUCH POLITICAL AND ECONOMIC OFFICERS AS HE MAY DIRECT. THE GOS WILL HAVE BEEN INFORMED BY THE US AMBASSADOR REGARDING THE TEAM'S MISSION AND TERMS OF REFERENCE.

10. OPERATION, ADMINISTRATIVE AND SECURITY INSTRUCTIONS.

A. THE TEAM WILL REPORT TO THE US AMBASSADOR ON ARRIVAL AND FOR INCOUNTRY STAY OF APPROXIMATELY 21 DAYS.

B. THE TEAM WILL BE GUIDED AND LIMITED BY THE CURRENT OBJECTIVES, POLICIES AND PROCEDURES SET FORTH BY THE SECRETARY OF DEFENSE AND THE JOINT CHIEFS OF STAFF.

C. THE TEAM IS NOT AUTHORIZED TO MAKE OR IMPLY ANY USG
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COMMITMENT TO THE GOS.

D. THE TEAM WILL WEAR CIVILIAN CLOTHES AS RECOMMENDED BY THE US EMBASSY, AND WILL MAINTAIN A LOW PROFILE DURING ITS MISSION.

E. ADMINISTRATIVE AND LOGISTICAL SUPPORT INCOUNTRY WILL BE ESSENTIALLY PROVIDED BY US EMBASSY. THE DEPARTMENT OF ARMY HAS BEEN DESIGNATED AS THE EXECUTIVE AGENT FOR NECESSARY ADMINISTRATIVE SUPPORT OTHERWISE.

F. RELEASE OF CLASSIFIED US INFORMATION WILL BE IN ACCORDANCE WITH THE US NATIONAL DISCLOSURE POLICY, WHICH PROHIBITS THE RELEASE OF CLASSIFIED MILITARY INFORMATION TO THE GOS WITHOUT PRIOR APPROVAL OF AN EXCEPTION TO POLICY.

G. TEAM MEMBERS WILL NOT PARTICIPATE IN, PROVIDE ASSISTANCE OR ADVICE, OR ACT IN ANY CAPACITY WITH SUDANESE ARMED FORCES IN TRAINING OR OPERATIONAL MATTERS PERTAINING TO POTENTIAL OR ACTUAL COMBAT SITUATIONS.

11. REPORTS, BRIEFINGS AND PUBLIC AFFAIRS.

A. DETAILS OF THE TEAM'S MISSION WILL BE IN ACCORDANCE WITH THE DESIRES OF GOS.

B. A REPORT WILL BE REQUIRED WITHIN ABOUT 30 DAYS OF THE TEAM'S RETURN, AS A BASIS FOR A FORMAL US RESPONSE TO SUDAN. THE EUCOM REP WILL RETURN TO CONUS TO PARTICIPATE IN PREPARATION OF THE REPORT. THIS REPORT SHOULD BE SUBMITTED FOR REVIEW AND COMMENT BY THE JOINT CHIEFS OF STAFF PRIOR TO SUBMISSION TO THE OFFICE CONFIDENTIAL

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OF THE ASSISTANT SECRETARY OF DEFENSE (ISA) FOR FINAL DOD/STATE/ACDA COORDINATION AND SUBMISSION TO THE WHITE HOUSE FOR DECISION ON THE US RESPONSE TO THE GOS. (THE GCS WILL FURNISH REPORT TO USCINCEUR FOR VIEW AND COMMENTS.) IN STRUCTURING THE REPORT, THE TEAM SHOULD BEAR IN MIND THAT A SANITIZED VERSION IS TO BE RELEASED TO GOS AFTER COMPLETION AND REVIEW OF THEIR FULL REPORT.

C. TEAM WILL BE DEBRIEFED BY STATE AND DOD UPON ITS RETURN. THE DEBRIEFING ALSO SHOULD INCLUDE THE TEAM'S ASSESSMENT AS TO THE ACTUAL THREAT AND RELATED SUDANESE REQUIREMENTS. (THE LATTER DATA WILL BE FOR USG USE ONLY AND WILL NOT BE TRANSMITTED OUTSIDE US CHANNELS.)

D. DURING ITS MISSION IN SUDAN, TEAM WILL DEFER ALL PRESS QUERIES TO THE US EMBASSY, KHARTOUM, AND UPON ITS RETURN TO THE OASD/PA.

E. PRIOR TO DEPARTING SUDAN, THE TEAM WILL BRIEF THE US AMBASSADOR ON ITS FINDINGS.

F. IF THE GOS DESIRES A BRIEFING ON TEAM FINDINGS PRIOR TO DEPARTURE FROM SUDAN, TEAM WILL CONFINE ITS PRESENTATION TO PRELIMINARY FINDINGS, SUBJECT TO ADDITIONAL PROFESSIONAL STUDY AFTER ITS RETURN TO WASHINGTON, ON THE EFFICACY OF THE SYSTEMS AND THE CONCEPTS EVOLVED. IT MUST BE MADE CLEAR THAT TEAM'S VIEWS ARE TENTATIVE, AND DO NOT IN ANY WAY IMPLY A US PROPOSAL OR A COMMITMENT BY THE USG.

12. PERIOD OF PERFORMANCE. UPON COMPLETION OF REQUIRED DEBRIEFINGS AND SUBMISSION OF THE COMPLETED REPORT TO THE JCS (REF. PARA 11.B. ABOVE), TEAM MEMBERS WILL REVERT TO FULL-TIME DUTIES WITH THEIR RESPECTIVE SERVICES, AND SUBSEQUENT MATTERS DEALING WITH THE CONFIDENTIAL

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ADVISORY EFFORT WILL BE HANDLED THROUGH NORMAL CHANNELS. HOWEVER, THE TEAM CHIEF MAY BE REQUIRED TO PARTICIPATE AT SOME FUTURE DATE IN THE US TURNOVER OF THE FINAL REPORT TO THE GOS AT KHARTOUM, SUDAN.

13. VARIOUS POINTS IN BOTH GUIDANCE AND TOR WILL BE DISCUSSED IN DETAIL BY DOD AND DEPARTMENT OF STATE WITH CONUS MEMBERS OF SURVEY TEAM BEFORE DEPARTURE AND THEY CAN ADVISE YOU ON ANY FACTORS NEEDING CLARIFICATION. WOULD APPRECIATE EMBASSY COMMENTS SOONEST.

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